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Department of Planning & Zoning**

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STAFF REPORT 2005-2006 AREA PLANS REVIEW

SUPERVISOR DISTRICT(S): Mason

APR ITEM(S): 05-I-11A

NOMINATOR(S): Clara Quintero Johnson, Department of Planning and Zoning

ACREAGE: 36.78

TAX MAP I.D. NUMBERS: APR 05-I-11A: 71-1((1))80,92,92A,92B,92C,93-95,109-113,113A,114; 71-1((4))A,C,E,F1,G1,H1,O,P,R,S,T,U,W,X,1,1A,13,13B,18,18A,18B,21,22, 25,32,34,36,38,40,52-57,60,91A,91B,118; 71-1((20))1A,1B,2,3

GENERAL LOCATION: Annandale CBC, Sub-units A-2, C-2 & E-1

PLANNING AREA(S): I

District(s): Annandale

Sector: COLUMBIA (A2) , MASONVILLE (A1)

Special Area(s): Annandale CBC

ADOPTED PLAN MAP: RETAIL & OTHER

ADOPTED PLAN TEXT: Mixed use options of varying intensity up to 1.0 FAR and higher.

For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>

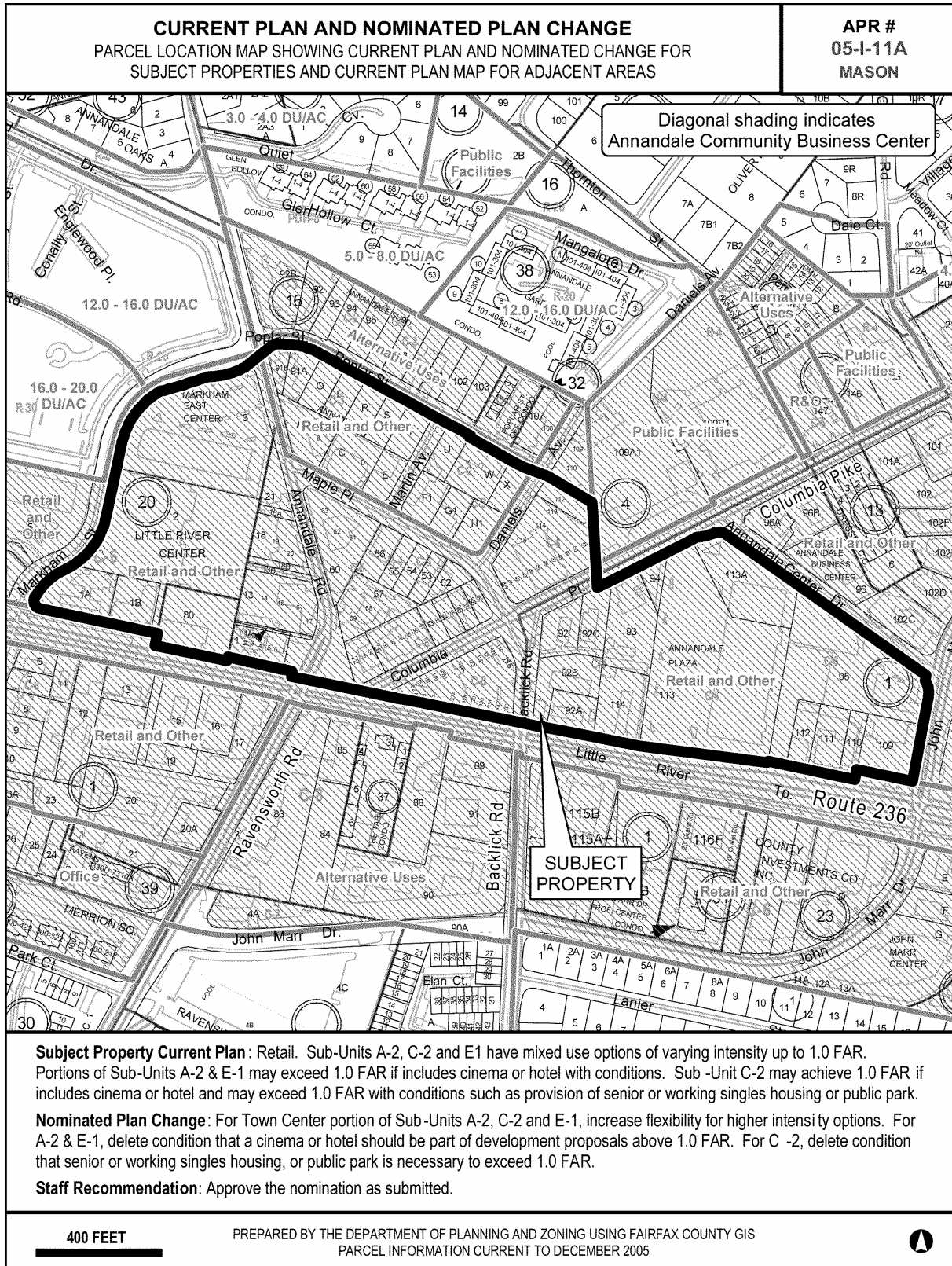
PROPOSED PLAN AMENDMENT: For the Town Center portion of Sub-Units A-2, C-2 and E-1, increase flexibility for higher intensity by deleting the condition that a cinema or hotel needs to be part of development proposals above a 1.0 FAR. The revision encourages residential use as a key component of mixed use development above a 1.0 FAR.

SUMMARY OF STAFF RECOMMENDATION:

☒ **Approve Nomination as Submitted**

☐ **Approve Staff Alternative**

☐ **Retain Adopted Plan**



CONTEXT

General Location:

The nomination addresses approximately 40 acres of the Town Center portion of the Annandale CBC in Sub-units A-2, C-2 & E-1, which are located north of Little River Turnpike, east of Markham Street and west of John Marr Drive.

Planned and Existing Land Use and Zoning:

Subject Property: The subject property is primarily developed with commercial uses that include retail, restaurants and office uses and the area is planned for retail and office uses. Sub Units A-2, C-2, and E-1 have mixed use options of varying intensity up to 1.0 FAR. Portions of Sub-Units A-2 and E-1 may exceed 1.0 FAR, with conditions, if it includes a cinema or hotel. Sub-Unit C-2 may achieve 1.0 FAR if it includes a cinema or hotel and may exceed 1.0 FAR with conditions such as provision of senior or working singles housing or public park. Planned maximum building heights range from 40-75 feet. The area primarily has commercial zoning which includes C-2, C-3, C-5- C-6, and C-8, with a few other parcels that are zoned R-4.

Adjacent Area:

North: The area to the north, across from Poplar Street, is developed with office uses, is planned for alternative uses with options for office up to .50 FAR, residential 12-16 du/ac and 16-20 du/ac and is zoned C-2 and C-3. Areas north of Columbia Pike and Annandale Center Drive are developed and planned for public facilities and retail up to .35 FAR with options for retail/office mixed use up to .50 FAR and are zoned C-6 and R-4.

South: The area to the south, across from Little River Turnpike, is planned and developed for retail. The planned intensity is for retail up to .35 FAR or retail/office mixed use up to .50 FAR. Other options include residential at 20-30 du/ac with support retail and retail/office mixed use up to .70 FAR. The area is zoned C-6 and C-8.

West: The commercial area to the west, across from Markham Street, is developed and planned for retail use up to .35 FAR and is zoned C-6. The residential area to the west is developed and planned for residential 12-16 du/ac and 16-20 du/ac and is zoned R-20 and R-30.

East: The area to the east, across from John Marr Drive, is developed with retail including a bank and service stations. The area is planned for community serving retail up to .35 FAR with an option for retail/office mixed use up to .5 FAR.

PLANNING HISTORY

The Annandale Community Business Center was the subject of a Special Study, resulting in a Plan amendment on February 22, 1999 (S97-CW-5CP).

In the 2002 Area Plans Review Cycle, a change to the Comprehensive Plan was adopted on October 28, 2002 to add text about Plan flexibility for potential higher intensity development in the Annandale CBC (APR 02-I-1A).

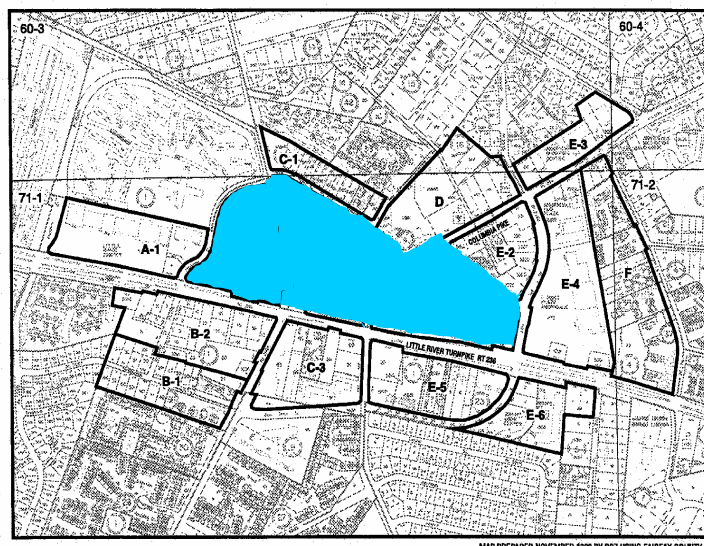
ADOPTED COMPREHENSIVE PLAN TEXT

The land use concept for the Annandale CBC recommends the development of a core or town center area at the center of the CBC while maintaining transitional areas on the edges. The area is planned for retail, office and residential uses with mixed use options at typical maximum intensities of .50 to .70 FAR. Areas such as the Town Center are planned for intensity up to 1.0 FAR and higher with conditions that include provision of a special feature such as a cinema or hotel. See Attachment I for full Plan text of Sub Units A-2, C-2 and E-2.

The adopted Comprehensive Plan Map shows this area is planned for retail and other.

NOMINATED PLAN AMENDMENT

For the Town Center portion of Sub-Units A-2, C-2 and E-1, the nomination proposes to increase flexibility for higher intensity by deleting the condition that a cinema or hotel needs to be part of development proposals above a 1.0 FAR. The revision encourages residential use as a key component of mixed use development above a 1.0 FAR. The following figure shows the Annandale CBC Sub-Units addressed by the APR nomination.



ANALYSIS

The nomination proposes no change to the current land use concept for the Annandale CBC, nor is there a change in total development potential from the current Plan. The nomination proposes to add flexibility for achieving the current planned intensity in portions of the Town Center area and encourages residential use as a component of mixed use. Current public facility needs were evaluated, including transportation, schools, and parks.

Land Use Concept for Annandale Community Business Center (CBC): The Land Use Concept for the Annandale CBC is for the development of a Town Center area while maintaining transitional areas on the edge of the CBC. The town center area is approximately 20 percent of the total CBC land area. Typically, the maximum recommended levels of intensity are .50 FAR to .70 FAR for non-residential mixed use, 1.0 FAR for mixed use with a residential component, and 1.0 FAR or higher with the provision of a special feature such as a cinema, hotel or park.

The nomination adds flexibility to the higher intensity option for the Town Center area in Sub-units A-2, C-2 and E1. The nomination proposes to encourage residential use as a component of mixed use at intensities that exceed 1.0 FAR. The conditions for various intensity options, such as parcel consolidation, maximum building heights, and peak-hour vehicle trip performance are not proposed to change. With the parameters in the current Plan, such as demonstrating that peak-hour trip generation does not exceed that of office use at .70 FAR, staff's nomination could result in residential mixed use up to 1.4 FAR. It is anticipated that the proposed change would encourage more housing in the Annandale CBC Town Center and not have a greater traffic impact than the current Plan.

Transportation: The transportation network in and around the Annandale CBC is currently heavily traveled. Congestion occurs under existing conditions, particularly at some of the intersections with Little River Turnpike. The 2030 traffic forecast, which assumes future development consistent with the current Plan, indicated increased congestion in the Annandale area's arterial roadways, such as Little River Turnpike, Columbia Pike, Ravensworth Road and Annandale Road. This forecast does not assume significant increases in planned intensity.

Schools: The nomination encourages more residential development, primarily multifamily units, in the Annandale CBC. The area high schools and middle schools currently operate under capacity and are forecast to continue to operate under capacity. The cumulative impact of this and other nominations may significantly diminish any excess capacity with the biggest impact at the elementary school level where some of the schools already operate over capacity. The following table indicates which schools would be affected by increased residential development in the nomination area. Staff has not evaluated the cumulative impacts of APR nominations in this area.

	School Pyramid	Capacity 9/30/05	2006-2007		2010-2011	
			Membership	Membership/Capacity Difference	Membership	Membership/Capacity Difference*
Elementary School	Annandale	523	687	-8	734	-10
	Woodburn	273	393	-120	403	-130
	Columbia	348	358	-10	370	-22
Middle School	Jackson	900/1215	891	324	835	380
	Poe	1,150	1,090	60	966	184
	Holmes	950	755	195	696	254
High School	Annandale	2,350	2,263	87	2,134	216
	Falls Church	2000	1337	663	1184	816

*Note: Surplus or deficiency in capacity projected for 2010-2011 does not include students resulting from proposed APR nominations.

Parks: The proposed nomination may result in an increase in population that would increase the public need for park and park facilities in the Annandale District, which has a deficiency in recreational facilities. There are currently few public park facilities in the nomination area and very few local serving parks on the periphery. Further, the urban nature of the proposed development generates the need for urban-scaled, publicly accessible parks or spaces. Opportunities to mitigate the impacts to parks include adding improvements to existing parks in the Annandale District, provision of usable parkland dedication or provision of on-site recreational amenities. In addition to on-site recreational amenities, public urban parks may be integrated into the CBC, which may include plazas, gathering spaces, and pedestrian amenities.

RECOMMENDATION

The staff recommendation is to adopt the nomination for the Town Center portion of Sub-Units A-2, C-2 and E-1, to increase flexibility for higher intensity by deleting the condition that a cinema or hotel needs to be part of development proposals above a 1.0 FAR. The revision encourages residential use as a key component of mixed use development above a 1.0 FAR and does not increase the total planned development potential within the CBC.

Although staff has recommended that other nominations be considered as part of an Annandale CBC Special Study, the flexibility provided by this nomination does not increase the Plan's overall development potential and is supportive of revitalization objectives. Therefore, this nomination should not be deferred.

PROPOSED CHANGES TO THE COMPREHENSIVE PLAN

(Additions are shown underlined; deletions are shown with a ~~strike through~~):

MODIFY: Fairfax County Comprehensive Plan, Area I, 2003 Edition, Annandale Planning District, as amended through 12-6-2004, Annandale Community Planning Sector, Land Unit Recommendations, Sub-Unit A-2:

~~Under this town center option, intensity up to 1.0 FAR may be considered if the above conditions are met and if a residential component is included. If a cinema and/or hotel is incorporated as part of the mixed use development, an intensity exceeding 1.0 FAR may be considered provided that peak hour vehicular trip generation is determined to be no greater than that for office use at .70 FAR. A housing component, such as Senior Independent Living or Working Singles residences as offered by the Fairfax County Redevelopment and Housing Authority, may also be considered subject to the same traffic generation limitation.~~

Under this town center option, if a cinema, hotel or residential component is incorporated as part of the mixed use development, an intensity exceeding 1.0 FAR may be considered provided that peak-hour vehicular trip generation is determined to be no greater than that for office use at .70 FAR. A housing component, such as Senior Independent Living or Working Singles residences as offered by the Fairfax County Redevelopment and Housing Authority may also be considered subject to the same traffic generation limitation.

MODIFY: Fairfax County Comprehensive Plan, Area I, 2003 Edition, Annandale Planning District, as amended through 12-6-2004, Annandale Community Planning Sector, Land Unit Recommendations, Sub-Unit C-2:

~~*Higher Intensity Options* Higher intensity retail/office/residential mixed use up to 1.0 FAR may be considered provided that a cinema and/or hotel is included as part of the mixed use and that peak hour vehicular trip generation is determined to be no greater than that for office use at .70 FAR. Intensity exceeding 1.0 FAR may be considered if one or more of the following additional conditions are met:~~

- ~~• A housing component, such as Senior Independent Living, or Working Singles residences as offered by the Fairfax County Redevelopment and Housing Authority, is included;~~
- ~~• A public park or open space at least one half acre is provided; and~~
- ~~• Peak hour vehicular trip generation is determined to be no greater than that for office use at .70 FAR.~~

Under this option, if a cinema, hotel or residential component is incorporated as part of the mixed use development, an intensity exceeding 1.0 FAR may be considered provided that peak-hour vehicular trip generation is determined to be no greater than that for office use at .70 FAR. A housing component, such as Senior

Independent Living or Working Singles residences as offered by the Fairfax County Redevelopment and Housing Authority, or a public park or open space of at least one-half acre, may also be considered subject to the same traffic generation limitation.

REPLACE: Fairfax County Comprehensive Plan, Area I, 2003 Edition, Annandale Planning District, as amended through 12-6-2004, Annandale Community Planning Sector, Land Unit Recommendations, Sub-Unit E-1:

~~Intensity up to 1.0 FAR may be considered if a residential component is included. With the incorporation of a cinema as part of the mixed use, an intensity exceeding 1.0 FAR may be considered provided that peak-hour vehicular trip generation is determined to be no greater than that for office use up to .70 FAR. The provision of structured parking shared with adjacent uses should be encouraged.~~

Under this town center option, if a cinema, hotel or residential component is incorporated as part of the mixed use development, an intensity exceeding 1.0 FAR may be considered provided that peak-hour vehicular trip generation is determined to be no greater than that for office use at .70 FAR. A housing component, such as Senior Independent Living or Working Singles residences as offered by the Fairfax County Redevelopment and Housing Authority may also be considered subject to the same traffic generation limitation.

PLAN MAP: The Comprehensive Plan map will not change.

ATTACHMENT I**COMPREHENSIVE PLAN TEXT FOR SUB UNITS A-2, C-2 AND E-1.**

Fairfax County Comprehensive Plan, Area I Volume, 2003 Edition, Annandale Planning District, Annandale Community Business Center, as amended through 12-6-04, Land Unit Recommendations, pages 33, 34, 38, 39, 41:

“Sub-Unit A-2

Sub-Unit A-2 includes approximately 11 acres and is the location of the Markham East Center, a commercial bowling alley, and a variety of small retail and service businesses. The shopping center and bowling alley serve a valuable community shopping and recreation function which should be retained. This land unit is planned for community-serving retail use up to .35 FAR. Improvements to parking lot landscaping as well as pedestrian connections with adjacent higher-density residential neighborhoods should be provided or maintained to enhance the visual and functional aspects of the area. Effective screening and buffering should be provided adjacent to existing residential uses. This area also serves as a visual entry point to the Annandale CBC from the north and a focal point of the planned Annandale CBC Town Center area. Because of this, development of new uses adjacent to Annandale Road and/or Little River Turnpike should present primary facades to those streets and provide sidewalk access and landscaping complementary to streetscape improvements planned for the area.

Mixed-use Option--As an option, retail/office mixed use up to .50 FAR with ground level retail (height limit of 40 feet) may be considered provided that a development proposal includes at a minimum 1 acre and provides shared parking among uses located on the same or adjacent sites. Vehicular access should be consolidated.

Higher-Intensity Option, Town Center Area--The eastern and southern portions of Sub-Unit A-2, which are oriented to the intersection of Annandale Road and Little River Turnpike, are within the Annandale CBC Town Center area. Redevelopment in this area should provide for a variety of day and evening uses and a more urban, pedestrian oriented character than the remainder of the CBC. Structured parking as well as pedestrian amenities should be provided. To achieve this special character for this portion of the sub-unit, higher-intensity retail/office/residential mixed use up to .70 FAR may be considered provided that the following additional conditions are met:

- Parcel consolidation of at least two acres occurs;
- Building height is limited to 60 feet, or 75 feet if the top story is incorporated into a decorative roof element;
- Parking is located to the rear or below grade with the primary building facades facing Little River Turnpike and/or Annandale Road;
- A primary entrance should be provided from Annandale Road opposite Maple Place, if appropriate to the site;
- Retail uses are located on the ground floor with direct public access and display windows oriented to the street;
- Articulated rooflines and/or building corner features, such as entries or towers, are provided; and

- Streetscape treatments and pedestrian amenities, such as outdoor seating areas, works of art, or water features, are provided.

Under this town center option, intensity up to 1.0 FAR may be considered if the above conditions are met and if a residential component is included. If a cinema and/or hotel is incorporated as part of the mixed use development, an intensity exceeding 1.0 FAR may be considered provided that peak-hour vehicular trip generation is determined to be no greater than that for office use at .70 FAR. A housing component, such as Senior Independent Living or Working Singles residences as offered by the Fairfax County Redevelopment and Housing Authority, may also be considered subject to the same traffic generation limitation.”

“Sub-Unit C-2

Sub-Unit C-2 includes over twelve acres and is located within the planned Annandale CBC Town Center area. The sub-unit is planned to serve as a focal point for the Annandale CBC--an identifiable place near the geographic center where people can gather, where pedestrian ways converge, where there are a variety of uses, and where there is day, evening and weekend activity. To achieve this vision, mixed-use or multi-use projects combining retail, residential, and office components should be encouraged if they include urban design features supportive of the objectives for this sub-unit. In particular, attractive, well-designed residential development, compatible in character and scale to that planned for Sub-Unit C-1, should be encouraged. Also within this sub-unit, Poplar Street, Maple Place, Martin Avenue, and Columbia Pike are planned for both vehicular and pedestrian use and with ground-level retail uses to encourage pedestrian activity. Because of this, primary building facades and entrances should be designed to face the street with shared parking lots or structures to the rear or beneath buildings. Automobile-oriented commercial uses having high trip generation potential and drive-through facilities should be discouraged in this sub-unit.

Upon the completion of the Poplar Street improvement between Annandale Road and Columbia Pike, and the realignment of Columbia Pike to Backlick Road, streets within this land unit may be realigned or reoriented to improve site access and circulation. The portion of Columbia Pike west of Backlick Road should be closed after its realignment with Backlick Road. A primary entrance to the land unit should be provided as a one-way street extending north from Annandale Road to the planned traffic circle at the intersection of Maple Place and Martin Avenue. The intersections of Annandale Road/Poplar Street and Columbia Pike/Maple Place should be improved to eliminate offsets and improve geometrics. Streets should have a pedestrian orientation and non-arterial streets should provide for on-street parking.

Structured above- or below-grade parking should be encouraged as well as the provision of pedestrian amenities. To achieve this character, higher-intensity retail/office mixed use up to .70 FAR may be considered provided that the following conditions are met:

- Parcel consolidation of at least two acres occurs;
- Building height is limited to 60 feet with a potential of 75 feet for a top story incorporated into an architectural roof element;

- Parking is located to the rear or below grade with the primary building facades facing Poplar Street, Maple Place, Martin Avenue, Annandale Road, and Columbia Pike;
- Retail uses are located on the ground floor with direct public access and display windows oriented to the street;
- Articulated rooflines and/or building corner features, such as entries or towers, are provided; and
- Streetscape treatments and pedestrian amenities, such as outdoor seating areas, works of art, or water features, are provided.

Higher-Intensity Options—Higher-intensity retail/office/residential mixed use up to 1.0 FAR may be considered provided that a cinema and/or hotel is included as part of the mixed use and that peak-hour vehicular trip generation is determined to be no greater than that for office use at .70 FAR. Intensity exceeding 1.0 FAR may be considered if one or more of the following additional conditions are met:

- A housing component, such as Senior Independent Living, or Working Singles residences as offered by the Fairfax County Redevelopment and Housing Authority, is included;
- A public park or open space at least one-half acre is provided; and
- Peak-hour vehicular trip generation is determined to be no greater than that for office use at .70 FAR.”

“Sub-Unit E-1

Sub-Unit E-1 includes nearly fourteen acres and is bounded by Little River Turnpike on the south, Columbia Pike and Annandale Center Drive on the north, Backlick Road on the west, and John Marr Drive on the east. It is currently developed with several smaller automobile oriented, business service, and retail uses plus the newly remodeled Annandale Plaza Shopping Center and the new Annandale Post Office. This sub-unit is planned for community-serving retail use at up to .35 FAR with streetscape and parking area landscaping. This sub-unit is at the visual heart of the Annandale CBC and includes a portion of the Annandale CBC town center area. Because of this, development of any additional retail uses adjacent to Little River Turnpike, Backlick Road, or Columbia Pike should present a primary facade to that street and provide sidewalk access and landscaping complementary to streetscape improvements for the area. Vehicular access should be consolidated with adjacent uses, particularly along Little River Turnpike and Columbia Pike.

Higher-Intensity Options, Town Center Area--The western portion of Sub-Unit E-1, parcels 71-1((1))92-94 and 114, is oriented to the intersection of Columbia Pike, Backlick Road, and Little River Turnpike and considered to be within the CBC town center area. This area includes approximately three and one-half acres. Redevelopment in this area should provide for a variety of day and evening uses and a more urban, pedestrian oriented character than the remainder of the CBC. Structured parking as well as pedestrian amenities should be provided. To achieve this character for this portion of the sub-unit, higher-intensity retail/office mixed use up to .70 FAR may be considered provided that the following additional conditions are met:

- Parcel consolidation of at least two acres occurs;
- Building height is limited to 60 feet with a potential of 75 feet for a top story incorporated into an architectural roof element;
- Parking is located to the rear or underground with vehicular access limited to Columbia Pike and Little river Turnpike;
- Primary building facades face Little River Turnpike, Backlick Road, and Columbia Pike;
- Retail uses are located on the ground floor with direct public access and display windows oriented to the street;
- Articulated rooflines and/or building corner features, such as entries or towers, are provided; and
- Streetscape treatments and pedestrian amenities--such as outdoor seating areas, works of art, ornamental planting, or water features-are provided.

Intensity up to 1.0 FAR may be considered if a residential component is included. With the incorporation of a cinema as part of the mixed use, an intensity exceeding 1.0 FAR may be considered provided that peak-hour vehicular trip generation is determined to be no greater than that for office use up to .70 FAR. The provision of structured parking shared with adjacent uses should be encouraged.

Under options for the town center portion of Sub-Unit E-1, access and circulation to this redevelopment area may be substantially improved by including the abutting parcels to the east (Tax Map 71-1((1))113 and 113A). As an incentive to encourage more coordinated site design, redevelopment of these parcels in conjunction with the town center area. may be considered at an intensity up to .50 FAR.”